

CANADIAN

Labour

8



In This Issue:

CANADIAN LABOUR MOVEMENT
A MAYOR HAS HIS TROUBLES
ANTIQUATED PENAL SYSTEM
YOUTH AND RECREATION

CANADIAN



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R. E. G. DAVIS,
Executive Director

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CANADIAN

Welfare

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Canadian Scene

Welfare cannot "cover the waterfront" quite as extensively as the publications of some of our distinguished cousins to the South, but we plan to bring our readers articles that deal authoritatively with some of the major questions confronting Canada today. Labour is one of them and it has many ramifications. As the first article in this field, we bring you a historical analysis of the Canadian Labour Movement by Miss Margaret Mackintosh, Chief of the Legislation Branch of the Department of Labour. Other subjects which are in preparation by competent writers include the proposal for a National Labour Code, the question of Standards of Living, Relief to Strikers and others.

Balmy as the weather has been this fall, it still does not lend itself to sleeping outdoors, and housing continues to be Canada's number one headache as Miss Allan points out in "A Mayor has his Troubles." The Canadian Federation of Mayors and Municipalities exists to increase the efficiency and raise the standards of local government throughout Canada and it constantly gives expert help, advice and information to hundreds of harassed public officials in Canadian municipalities. Because communities do not have the necessary authority or resources to go into needed housing programs, the CFMM, on behalf of its 300 members, has consistently urged action by the Federal Government on the problem of low cost, low-rental housing.

A survey of awards for the first nine months of 1945 and 1946 reveals that there is a definite trend away from residential construction. Last year, residential construction accounted for over half of the nine months' awards of nearly 309 million, whereas this year, less than one-third of the \$505 millions of contracts have been for housing. This is said to reflect the continuing shortage of materials and the coming seasonal slowdown. Steel strikes have contributed to the shortage of building materials using steel, but production of soil pipes, wash basins and bath tubs has dropped 50% in the last three months.

The "Manpower and Materials Requirements for a Housing Program in Canada" report recently made public by the Right Honourable

C. D. Howe reveals what the construction of 50,000 housing units (which could be achieved annually) would mean to Canadian economy. It includes new homes for 200,000 people and jobs for one year for at least 134,000 men with a total annual payroll of \$103 million or more. Manufacturers and distributors would get another \$144 million, and construction expenditures would total from \$275 million to \$334 million (close to the total 1943 shipbuilding program). Real estate transactions would add another \$27 million, the fiscal position of many municipalities would improve, and architects, lawyers and surveyors would have more work. Every additional 10,000 houses would increase these figures by 20%.

While labour and housing questions are giving Canadians plenty to talk about, there is a strong feeling in some official circles that Canada

needs more people. The Senate report on "The IMMIGRATION Standing Committee on Immigration and Labour" (No. 11, August 13, 1946) outlines a sane approach

to the whole problem. "What is required for Canada is a well considered and sustained policy of Immigration, selective in character and pursued . . . with initiative and enterprise. We should seek out the individual migrants whom we want, who will contribute to our industrial and agricultural economy, and who will assist in maintaining our high standards of living by increasing proportionately our productive power, and in addition whose mentality and education will fit them for taking part in Canada's political, economic and social life. What we require is a steady flow in reasonable numbers of good settlers both urban and rural, rather than any excited or spasmodic rush, with regard, of course, to the varying economic conditions and needs of the country from time to time. . . . Continuity of policy is essential to great and lasting success."

Industrial employment increased substantially in Canada at the beginning of September. This was partly seasonal and partly due to

the settlement of strikes. Average weekly earnings STATISTICS per employee stood at \$32.73 which is the highest figure in a record of 64 months with the exception of that of \$32.81 reported March 1, 1945. There were moderate declines in mining and service industries, with an upward trend in logging, transportation, communications, construction and trade. Cost of living rose 1.3 points in September and stood at 126.3 on October 1st. Food, clothing and home furnishings, however, stood at 146.5, 130.2 and 128.8 respectively.

The Canadian Labour Movement

An Historical Analysis

MARGARET MACKINTOSH, M.B.E.

RECENT strikes have again emphasized the divisions in the Canadian labour movement. Naturally enough, the public ask why some Canadian workers are tied to "American" unions and why there are two or even three unions in some industries such as textiles and shoes.

In the history of these organizations, of course, lies the answer. Like other voluntary associations catering to one or more of the myriad needs and aspirations of human beings, trade unions were the spontaneous response to a particular need. Not organized according to a long-term plan but beginning in a small way, they expanded and adapted themselves from time to time to changing conditions.

Trade unions are a product of the Industrial Revolution, of the application to industry, beginning in England about 1760, of aggregations of capital, mechanical inventions and the factory system. Realizing their inferior bargaining position as individuals the workers in one local trade after another agreed to negotiate with their employers as a unit and to refuse to underbid each other. But the law hampered them.

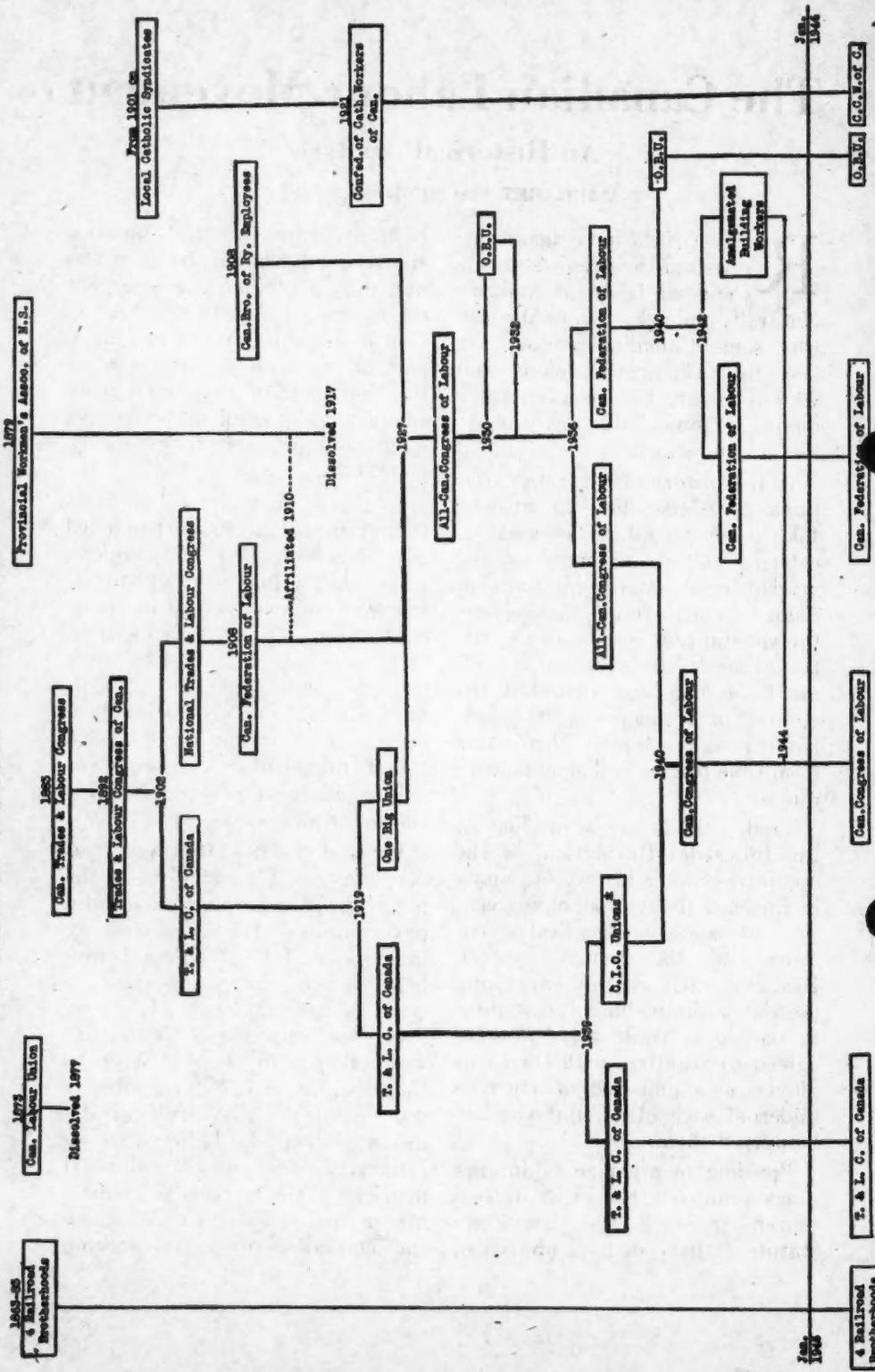
Freedom to organize in autonomous groups is the right of free citizens under English law if no statute forbids such combination.

In the religious, political, business and labour fields, this freedom was won only after long struggle. For trade unions, the legal right to exist in England was won in stages, partially in 1824 by the repeal of the Combination Laws, and more adequately, including collective bargaining and peaceful picketing, in 1871-75.

As transport improved, products from different factories competed in a larger market and workers competed for jobs in neighbouring towns. So local unions of the same craft formed district trade societies, then national trade unions were formed and district councils brought local unions together to discuss local problems. By 1868 the Trades Union Congress was linking all together for legislative and other purposes.

Political events favoured this development. The extension of the municipal franchise in 1835 to rate-payers and of the Parliamentary franchise in 1867 to urban householders gave the wage-earners a sense of independence, of self-reliance and status as citizens that was reflected in their attitude to their employers and their jobs. It was inevitable that political democracy should be followed by an increasing measure of industrial democracy, the workers participating in negotiations to determine the conditions of their working

HISTORY OF LABOUR ORGANIZATION IN CANADA



*Seven unions affiliated with respect to their Canadian membership with the Congress of Industrial Organizations were expelled from the Trades & Labour Congress in 1949. These and others joined the All-Canadian Congress in 1940.



lives. Parliament laid down the rules of the game by giving the unions a certain legal status and defining certain offences.

On this side of the Atlantic, similar influences were at work but unions developed slowly under frontier conditions. There were, also, forces making for a close connection between Canadian and American unions, a connection made inevitable, in fact, by geography and history, not planned with any consciousness of its implications but developed according to circumstances.

Between Canadian and American workers, from the beginning, were strong ties of race, of a common language and common experience. When unions were first organized in the United States at the end of the 18th century and in Nova Scotia and the Canadas some thirty years after, the population was predominantly of British origin and to both countries came later many British craftsmen.

The British North American colonies, before Confederation, were divided by physical barriers and lack of transport facilities, into five economic regions from each of which there was easier access to its American neighbour. The Maritimes traded with New England; Quebec and Ontario with New York, Boston and other cities. Following the Reciprocity Treaty, 1854, this trade expanded greatly, stimulated in part by the Crimean War.

Railways were designed to increase this traffic. Between 1850 and 1860 Canada extended her 40

miles of railways to 2000. Ontario was brought within reach of Buffalo and Detroit, Boston and New York. The Maritimes and New England were to be linked. The Grand Trunk made Portland a winter port and by 1880 reached Chicago to tap the Upper Mississippi traffic. Construction later of the Intercolonial to connect the Maritimes with Central Canada and of the Canadian Pacific to draw British Columbia nearer could not offset the natural migration north and south.

Thirty years behind the United States industrially, Canada adopted American tools as they proved better adapted to Canadian conditions. Workmen could thus move easily between American and Canadian jobs as better terms offered.

Again, new countries must import capital and skill to exploit their resources. To all the North American colonies had come from Britain capital, equipment and craftsmen, but, after the American Revolution, these also came to Canada from the United States to develop the lumber trade and to organize paper and flour mills. Experienced steel workers were brought to Montreal, cotton and shoe workers came from New England, and after the Civil War large numbers of mechanics entered Canada. On the other hand, emigrants in the 80's from Canada to the U.S.A. exceeded one million, many of them Americans who had come to Canada after the panic of 1873.

More important, later, than the direct importation of capital, has

been the establishment in Canada of branches of American plants. Not confined to manufacturing, this movement, varying with tariffs and business activity, grew steadily until, in 1934, one-fourth of the value of Canadian manufactures came from such plants, the proportion varying from seven per cent in textiles, to 12 in primary steel, 42 in machinery, 64 in rubber, 68 in electrical apparatus and 82 in motor vehicles. The reverse movement from Canada to the United States, even greater having regard to our wealth and population, is to Canada of less importance.

Against this background developed the international unions. To members travelling in search of work, the unions gave "cards" to ensure them a welcome from any local branch and aid in getting jobs. As early as 1854, the National Typographical Union suggested an exchange of "cards" with Canadian printers' unions. A few years later the Toronto union decided to accept American cards. In 1865 the National's constitution provided for Canadian branches the next year charters were granted to the Saint John and Toronto unions. Others followed, the Union becoming in 1869 the International Typographical Union.

On the formation of the National Molders' Union in 1859, there were moulders' unions in six Canadian cities. Four were represented at the 1861 convention of the National Union and it became the Iron Molders' Union of America.

Both Canadian and American shoe-workers organized in 1867 under the banner of their patron saint, the largest union before 1875, but the Knights of St. Crispin lost the battle against machinery, and declined rapidly. A considerable membership in Quebec, from where French-Canadians migrated each season to the New England factories, paved the way for a later international union.

Railroad employees in Canada were prompt to link up with their American fellows. The engineers, with a permanent organization in 1863, had lodges the next year in Belleville and Hamilton. The conductors in 1868 had three locals in Canada. The firemen followed in 1873 and the trainmen ten years later. From the beginning, then, the "Big Four" of the railroad brotherhoods covered both countries.

Following the example of these unions were many others, particularly in the 80's. Thus were built up the international unions with American and Canadian branches on the same footing. But these unions realized the need for laws to protect their organizations and to safeguard the workers in mines, factories and shops. Consequently, they organized separately in each country to promote legislation.

The drawing together of Canadian unions in a federal body marked the seventies. The first important influence in this direction was the shorter-hours movement, but it was soon outweighed by the urgent need to legalize unions as Ontario strikers for a nine-hour

day were imprisoned for conspiracy. The Toronto Trades Assembly, formed in 1871, and the Canadian Labour Union of 1873 were both concerned with shorter hours and improved laws. Both disappeared in the Great Depression but they had pointed the way for other federal organizations, both municipal and nation-wide.

Designed to promote legislation, a central organization was again planned in 1883, taking form in September, 1886, as the Trades and Labour Congress of Canada. Three months later, the American Federation of Labor was formed to seek better conditions, not through legislation but through organization and collective bargaining.

Included in the Congress but shut out from the A.F.L. were the Knights of Labour. Important in the dispute which first divided organized labour in Canada, the Order of the Knights of Labour, founded in 1869 but entering Canada in 1881, had a spectacular success in both countries, reaching its zenith in the U.S.A. in 1886 but later in Canada where it lingered longer. Believing the craft unions too narrow, the Knights had "mixed" assemblies of skilled and unskilled workers as well as "trade" assemblies. Increasing rapidly in mechanized industries, the unskilled workers looked to the Knights for protection while the skilled workers turned to them also from the unions which had been almost destroyed by the unemployment of the seventies. But the Knights were too given to theoriz-

ing, unable to cope with worsening labour conditions as industry expanded. Joining with the few unions which survived to organize in 1881 a federation to seek improved legislation, the Knights were excluded when, the joint federation almost destroyed when business slumped in 1884-5, the unions formed the A.F.L. The latter pledged itself to "strict recognition of the autonomy of each trade", excluding any union catering for workers in any trade in which the Federation had a union. The Knights declined rapidly, and the A.F.L. expanded.

In Canada, divisive influences were at work. As the international unions expanded, they pressed for the exclusion of the Knights from the T.L.C. Over the organization of unions, the A.F.L. and T.L.C. themselves came into conflict.

Dissatisfaction, particularly among the Knights who were still strong, that the T.L.C. confined itself to legislative work and did no organizing, led the T.L.C. to undertake the organizing of "federal unions" from which, as their membership grew, were recruited branches of the existing unions or of new unions. The job of expansion in their own trades was left to the international unions. In the late nineties as industry expanded, the A.F.L., with greater resources than the T.L.C. and not recognizing the federal unions chartered by the latter, began to organize such unions in Canada.

In 1902, the decision was taken on both points. The T.L.C. committed itself to working through

international unions affiliated with the A.F.L., but declared its right to charter federal unions, trades and labour councils, and provincial federations of labour. Thus were shut out the Knights of Labour and any union in a trade where there was an A.F.L. union.

The 23 organizations, expelled from the T.L.C. formed at once the National Trades and Labour Congress. K. of L. assemblies and unions in Quebec, with a few from British Columbia and Ontario, were thus held together for some years. In Quebec City, however, an anti-union lockout of shoe-workers in 1900 had brought the Quebec Archbishop into the dispute and his plan of settlement, based on the Papal Encyclical concerning social problems, laid the foundation for the National Catholic Unions which, beginning about 1912, were gradually to spread over Quebec and to form in 1921 the National and Catholic Confederation of Labour.

Meantime, the National Congress, changed in name to the Canadian Federation of Labour, took in the Provincial Workmen's Association but this Nova Scotia miners' union was already being invaded by the aggressive United Mine Workers of America, an A.F.L. union, to which it succumbed in 1917.

The national unions benefitted in 1919 from a break-away from T.L.C. unions and later from the rising tide of business. Coming together in 1927 to form the All-Canadian Congress of Labour were the C.F.L., the Canadian Brother-

hood of Railway Employees, a substantial union begun by Inter-colonial Railroad employees, the One Big Union chiefly of T.L.C. dissidents in Western Canada, and some others.

Again a split in the T.L.C., this time originating in the A.F.L., brought in 1940 new strength to the rival Congress. No longer exclusively national, the constituent unions of the Canadian Congress of Labour, as the name became in that year, included the Canadian branches of the internationals which had been expelled four years earlier from the A.F.L. on the ground that they were building up rival organizations in the A.F.L. field.

Turning to the United States to clarify this position: The Roosevelt policies for coping with the depression and unemployment included statutory recognition of the worker's right to organize and to collective bargaining. With this charter of freedom and the business upswing, workers flocked into the unions or demanded new ones, creating problems of organization for the A.F.L., long committed to upholding the right of the craft and other unions to claim the workers in their field in whatever industry they might be employed.

The A.F.L. rejected in 1935 a motion to grant charters to industrial unions and to guarantee such a union the right to take in all workers in the industry concerned without fear of claims from existing unions. The establishment of a Committee for Industrial Organization by six A.F.L. unions, all them-

selves industrial unions, to promote organization in industries in which standardized parts, mechanical devices and the conveyer system had greatly increased the numbers and proportion of unskilled and semi-skilled workmen, brought matters to a head. Steel was the industry immediately concerned. The 1919 strike against the 12-hour day had been carried on by a committee of the 24 unions in steel plants. In 1936 the C.I.O. and the steelworkers proposed one union for steel. The A.F.L. unions, however, claimed their men. The A.F.L. thereupon, expelled the C.I.O. unions, ten by that time.

But the C.I.O. persisted, setting up organizing committees in steel, automobiles, rubber, meat-packing and other industries. In 1938, 42 national and international unions were represented by the Committee for Industrial Organization, which, adopting a formal constitution, became the Congress of Industrial Organizations.

In Canada the T.L.C., reluctantly yielding to pressure from the A.F.L. and its unions, expelled from its membership seven C.I.O. unions, all of which became part of the Canadian Congress of Labour. Of the C.I.O. itself, the C.C.L. has remained independent.

In general, then, but with some exceptions, the Canadian branches of those unions affiliated to the A.F.L. are linked to the T.L.C., and the Canadian branches of C.I.O. unions are affiliated to the C.C.L. The exceptions include the long-established coal miners' and the machinists' unions. The former,

the leading union in forming the C.I.O., for a time independent but again with the A.F.L., has branches in the coal fields of Nova Scotia and Western Canada which, expelled from the T.L.C., joined the C.C.L. and have remained there.

The machinists' union, greatly expanded during the war, left the A.F.L. in 1943 after 48 years, its decision based on recurring conflict with the Carpenters' and Street Railwaymen's Unions over the right to erect and repair machinery. The Machinists', however, have not been expelled by the T.L.C. in spite of pressure from the A.F.L. The T.L.C. in this connection, declared at its recent convention its "status as an independent Canadian Trade Union Centre with full autonomous rights" in Canada, but also its desire for a "continuance of its close fraternal relationship with the A.F.L."

The American and Canadian branches of the international unions, the latter of which represent considerably over half the union members in Canada, are governed by the same constitutions, all members paying the same fees and receiving benefits under the same conditions. Most internationals have some Canadian officers, and all the larger maintain paid Canadian officials nominated or appointed by the Canadian members, to care for their interests. Of some thirty of these international unions, the Canadian branches are organized in one or more districts for discussion of Canadian problems.

The A.F.L.-T.L.C. unions developed through a gradual process of federation of local unions which conceded a measure of authority to headquarters. The older craft unions, including the railroad brotherhoods, have relatively high fees and pay high benefits in sickness, unemployment, old age, death or strikes. The newer C.I.O.-C.C.L. unions, but not all C.C.L. affiliates, were organized from the top down and the locals have demanded and been granted more authority from time to time. Naturally, there is more uniformity in the constitutions of these unions. Their fees are low and they pay few benefits.

Both classes of unions are confronted with problems similar to those of other societies: how much control to place at the top, how much in the local society; how to maintain competent officials who are in touch with the workshop problems and the rank and file. The constitutions of most unions require local collective agreements to be approved by the International office in order to equalize conditions with regard to local circumstances, and they usually stipulate that only in strikes approved by the International officers will strike-pay be paid from the International funds. A strike is, in the first place, a matter for the branch concerned, or, in some cases, for the Canadian districts of the unions. On the other hand, where the union at its convention approves a certain general policy for the whole union, such as a reduction in hours or higher wages,

the local branches proceed to carry out the policy as opportunity offers.

Thus, the Canadian labour movement includes today: the National and Catholic Confederation of Labour in Quebec with local and district unions; the international brotherhoods of men in train service, independent of other organizations; the T.L.C. and the C.C.L., both legislative bodies to a large extent, with national and international unions, some local unions, district councils for collective bargaining over a broader area, for organizing and for joint action generally by the union branches concerned, central councils in towns linking the local unions in municipal parliaments, and provincial federations for legislative purposes.

Signs of a trend towards some measure of co-operation between the T.L.C. and the C.C.L. are not lacking. The transfer back and forth of certain unions may intensify rivalry for a time but the old established customs of one and the newly developed rules of another, as well as the old personal connections must have their effect on both Congresses. Collaboration of both during the war as members of Government boards, joint action here and there to press for legislation, and at least moral support now and then in some industrial problem or strike, all indicate a desirable tendency, on both sides, not to undermine through fruitless rivalry, the principles of trade unionism. The adoption of a co-

operative policy would simplify many problems for employers and for Governments. It would allow the unions themselves to get on with their job of developing self-government in industry, on their part through building up strong organizations, with experienced and

wise officers informed concerning the long-term as well as the short-term effects of certain policies, the effects on employers and on industry and, most important, on the public interest. In the last analysis, with public support they will stand, without it they will fall.

Family Allowances in Canada

Interim Report on Effects

MAE FLEMING,

*Chief Supervisor, Welfare Service, Department of National Health
and Welfare, Ottawa.*

FAMILY Allowances is a subject of widespread interest, not only to social workers, but to the public at large and it is natural that any authoritative statement regarding its effects upon Canadian family life is eagerly awaited. To set up Family Allowances, which involves an expenditure of close to \$250,000,000 annually, it can be readily appreciated, necessitated a complex business organization. The setting up of a Welfare Service came later and is yet only in the process of development, the last regional Supervisor of Welfare Services having been appointed as recently as July. Sufficient time has, therefore, not elapsed to permit a study which could result in any authentic statement as to the socio-economic results.

Meantime, in response to the widespread interest evinced, we are passing on all that is available at the moment,—observations made by persons whose duties give

them an opportunity to see the effects of Family Allowances at close range, mainly staff members of Family Allowances Regional Offices, school officials, social workers, and others.

The most frequently referred to benefits which have accrued to children in Canada, since the advent of Family Allowances, would appear to be:

1. *A substantial improvement in diet*, especially extra milk and fruit. This has been particularly noticeable in the low income areas.
2. *More adequate clothing*—In several instances, managers of clothing departments in large stores have referred to the materially increased demand for children's clothing following upon the issuance of Family Allowance cheques.
3. *Increase in school attendance*—This is commonly referred to by school authorities who in many cases have had the matter brought forcibly to their attention by the dilemma which has arisen over providing ac-

commodation for the influx. Also, it would appear that in a considerable number of cases, children are able to remain in school an additional year or more because of the more adequate family income. Another interesting point in this connection is the fact that in several places, the additional numbers have warranted and resulted in the establishment of heretofore non-existent transportation facilities.

4. *Extension in use of medical, dental and optical services*, by parents for their children, with comments on the other hand which indicate a drop in requests for such services from public and private benevolent sources.
5. *Widening of recreational outlets*, summer camp outings, membership in youth organizations, recreational groups, sporting equipment, perhaps a bicycle under special circumstances, etc.
6. *Expansion of cultural opportunities*, vocal, instrumental or other lessons.

7. The gaining in many instances of *a sense of security* in the cases of families at the marginal income level where the regular receipt of Family Allowances made a significant contribution to the family budget.

As regards misuse of Family Allowances; while here, too, it is impossible to make an authoritative statement at this time, it can at least be said that complaints to date have been infinitesimal in relation to the number of Allowances paid.*

This, then, may serve as an informal interim report until such time as we are able to make an authoritative statement based on research. After all, Family Allowances have been in operation in Canada for only a little over one year.

*For the month of September 1946, Family Allowances totalling \$20,184,228 were paid on behalf of 3,881,702 children.

THANKS

THE Community Chest Division of the Canadian Welfare Council, on behalf of all member Chests, desires to express publicly sincere appreciation to numbers of national and local radio and publicity men and women who did so much so cheerfully and effectively to publicize the Chest campaigns. Special thanks go to the Canadian Broadcasting Corporation, Canadian Association of Broadcasters, Blair Fraser, John Fisher; Burt Hall and Spence Caldwell of All-Canada Radio Facilities; H. S. Berliner of Compo Company; and to nearly every commercial radio program on the air during the campaigns, for generous spot announcements.

All these friends of our Canadian Welfare agencies evidently believe in the campaign slogan "*Everybody Benefits—Everybody Gives.*"

Community Chest Campaign Results

Even with returns incomplete, it is clear that approximately \$500,000 more than last year has been collected in the Fall Chest Campaigns. As WELFARE goes to Press, a number of cities are still at work winding up operations.

The "Percentage of Objective Raised" shown in the tabulation herewith, while reflecting the position with respect to this year's objectives, which were up substantially in most cities, does not indicate the gains over 1945 collections. Almost every Chest raised more money than in 1945. From that standpoint, the campaigns may, therefore, be said to have been successful, some more so than others, the "more" varying from \$3,604 in one small city to over a hundred thousand dollars in the largest cities.

When the \$1,796,153 raised in spring campaigns is added to the final fall collections, Canadian Chests will probably have collected the largest sum in their history.

INCOMPLETE RESULTS OF 1946 COMMUNITY CHEST CAMPAIGNS

	No. of Agencies	Campaign Objective	Amount Raised	% of Objective
Cornwall United Welfare Fund.....	7	\$ 14,925	\$ 13,880	93 %
Edmonton Community Chest.....	28	225,000*	137,662*	61.1*
Fort William Community Chest.....	8	30,000	25,400	85
Halifax Community Chest.....	17	73,000	94,000	128.7
Hamilton Community Chest.....	27	226,603	193,000	85
Kingston Community Chest.....	12	52,000	42,000	80
Lethbridge Community Chest.....	14	33,000	36,450	109
Lachine.....	4	7,500	8,180	109
London Community Chest.....	12	120,000	119,000	99.17
Montreal—Welfare Federation of Montreal	30	1,140,000	1,030,000	90.35
Federation of Catholic Charities	24	250,000	232,450	100.9
Combined Jewish Appeal.....	12	689,700	692,658	101
Niagara Falls—Gr. Niagara Com. Chest	7	30,000	33,761	112.54
Oshawa Community Chest	16	55,000	68,839	125
Ottawa Community Chests.....	21	237,650	233,202	98.1
Port Arthur Community Chest	11	37,000	31,000	83
Regina Community Chest.....	17	55,000	51,190	93
Saint John Community Chest.....	8	70,500	70,000	99
St. Thomas United Home Services Campaign	6	20,000	15,000	75
Sarnia Community Chest.....	6	26,700	17,064	63.91
Sault Ste. Marie United Welfare Drive.....	6	27,000	not reported	
Saskatoon Community Chest.....	15	63,000	51,800	82
Sherbrooke Federated Charities.....	11	22,000	25,000	113
Toronto United Welfare Chest.....	66	2,000,399	1,746,426	87.3
Vancouver—Community Chest of Greater Vancouver.....	58	750,000	585,000	78%
Victoria—Community Chest of Greater Victoria.....	23	100,000	93,000	93
Winnipeg—Community Chest of Greater Winnipeg.....	28	485,000	420,083	86.6
TOTALS.....	495	\$6,840,977	\$6,086,045	88.1%

*Of the \$125,000 included for capital fund requirements, \$38,000 was raised. 100% was raised for current needs.

A Mayor Has His Troubles

JESSICA A. ALLAN

AMAYOR's lot is not a happy one, nor, for that matter, is the lot of any municipal official in these perplexing days. The "third level of government" has grown so fast that its parent is just beginning to realize its 1867 clothes don't fit any more and the process of patching has reached its limit.

In other words, the time is more than ripe for a revaluation of the role of municipal government in our society, and a realistic allocation of functions and powers, with sources of revenue adequate to permit the effective discharge of the responsibilities so assigned.

Cities are here to stay; and municipal government has come of age. During its period of rapid growth, responsibilities have been thrust upon it and services demanded, both by the general public and other levels of government, far beyond the simple functions that were foreseeable at the time of Confederation, when the status of municipalities was established.

Municipal services are maintained for the benefit of the whole community: but most of the money which pays for them must still be obtained from the main source of revenue allowed municipalities, the real property tax—long since inadequate and inequitable for the rising cost and increasing number of such services.

Strong and efficient municipal institutions are fundamental to the

stability and welfare of a democratic nation. Canada's population is more than 50% urban, and its cities are its centres of culture, higher education, commerce and industry. Their government, which touches the people in every aspect of their daily life, from garbage removal to emergency housing, is of vital importance to the population. Canada's municipal officials have done, and are doing, a good job, in spite of the handicaps under which they have had to work. They are men and women of integrity, with an earnest desire to serve their communities to the best of their ability. They deserve a greater recognition of the importance of their task, and a keener appreciation of their problems.

While the general problems of municipal administration have been steadily increasing over the years with the expansion of municipal functions and services, the depression period, with its unprecedented relief burden, followed by the war years, followed by the even more difficult post-war period, have intensified these problems and have precipitated a whole new series which continue to harass municipal leaders in all parts of the country.

A brief review of some of the more urgent current problems will indicate the compelling need for a "new deal" for municipal government.

Housing

Housing, of course, continues to be the biggest headache in most municipalities in every part of the country. While Canadian municipalities have neither the authority nor the resources to go into large-scale housing programs, they have had to bear the brunt of the problems created by the acute housing shortage, and mere lack of housing facilities is the least of these. The by-products of the crisis are disturbing in their implications. Juvenile delinquency, health problems, domestic tragedies, lowering of morale, an increasingly callous or perhaps desperate disregard for law and order—these are some of the ills born of, or aggravated by, lack of adequate housing, in terms of the human cost. In terms of dollars and cents, they impose ever heavier burdens on municipalities for increased costs of public welfare services, police and fire protection, etc.

Though municipal administrators cannot solve the housing problem single-handed, they have, in general, done everything within their power and financial capacity to at least alleviate the immediate situation. They have in general co-operated to the fullest possible extent with the Federal government's Wartime Housing program and emergency shelter regulations. They have, both individually and through their national organization, the Canadian Federation of Mayors and Municipalities, continued to urge on the Federal government, since before the beginning of the war, the imminence of a

housing shortage (which existed in most municipalities before 1939, due largely to the widespread lack of housing construction during the depression years among other factors) and the necessity for leadership and action on the part of the central government, particularly in the field of low-cost, low-rental housing. They have, individually and collectively, spent hundreds of thousands of dollars in equipping buildings turned over to them by the Federal government for temporary emergency shelter; they have spent other hundreds of thousands of dollars in meeting the needs of tenants (additional school facilities, etc.) of Wartime Housing projects, only a part of which was compensated for by the set payments on such projects to municipalities, in lieu of taxes.

A number of municipalities have shown commendable initiative in their attempts to alleviate their local housing situations, in spite of their constitutional and financial limitations. The *City of Calgary* has established the principle of offering vacant city-owned property for 50% of its assessed value, to housebuilding purchasers who undertake to build within a specified period; and early in 1945 it entered into negotiations with the Dominion and provincial governments on a special rehabilitation program whereby the city would donate land in certain selected areas for housing for ex-service-men, and would grant a 40% tax concession for a period of 15 years. The *City of Windsor*, also early in 1945, indicated that it was pre-

pared to grant a residential lot to discharged members of the forces, from Windsor, on condition that a residence be erected within 2 years, during which time the lot would be exempted from taxation. *Swift Current, Sask.* (Population 5,518) also in 1945 took off the market and reserved for returning veterans, a number of centrally located and serviced lots, to be sold to such veterans for a nominal sum. The *City of Victoria* has for several years sold to general buyers many lots on fully improved streets for as little as \$50; and many other cities and towns have made similar price and tax concessions on city owned land to encourage homebuilding in general, and homes for veterans in particular.

Some municipalities have, in order to facilitate and expedite the construction of houses, amended or in special cases suspended existing building by-laws to permit available materials to be used, prefabricated houses, etc. A number of municipalities have urged the Government (and the Federation has, on their behalf, also appealed to the Federal authorities) to have houses built by Wartime Housing with standard basements, to give them permanence. On the Federal government's agreeing that this might be done, but refusing to absorb the extra cost, the *City of Winnipeg* undertook to enter into a contract for a number of such houses, the city to pay the additional cost so that rents would not be raised above the Wartime Housing level, up to \$800 per house. However, it was found that the

City had not the authority to enter into such an undertaking and the project had to be shelved.

The *City of Saint John, N.B.*, three or four years ago undertook, as an experiment in municipal housing, successfully completed and operates a low-rental housing project containing some 28 dwelling units, and contemplates the possibility of further such projects. The *City of Fort William* purchased, in 1945, from the Federal Government, a Wartime Housing building which had been used to house women war workers. The entire furnishings and equipment of the buildings were purchased by the City, and the building converted into some 76 suites, under the supervision of a committee of the City Council with a group of leading citizens. Long before the "squatter" movement which took over the old Vancouver Hotel, the City Council of *Vancouver* had submitted to Ottawa a suggested plan to operate this building as a hostel for returning servicemen and their families.

The *City of Verdun, Que.*, has been one of the most active Canadian municipalities in encouraging and furthering in every possible way the provision of housing over the past several years—to the point where it is now running short of land for further projects.

These are a few examples which indicate the awareness of municipal officials of the seriousness of the housing situation, and local efforts to overcome some of its disturbing aspects. But it would be hard to find a municipal official anywhere

in Canada who was not worried by the housing situation, and with good reason. In almost every city in Canada, at one time or other since the housing shortage became acute, homeless families have been temporarily sheltered in municipal buildings — police stations — anything available, while the civic authorities have tried to find homes for them. As one Mayor said at a meeting with Federal authorities, "To us, the housing problem is not a matter of statistics—it is a man in our office wanting a place to live. He doesn't care what the Federal government proposes to do, or what anyone else proposes to do, *he wants a house*, and he tells the Mayor about it in no uncertain terms!"

Housing, however, is only one of the problems which municipal officials have to face every day. Others aggravated by the housing shortage, will be somewhat lessened when it is possible to provide adequate accommodation. Juvenile delinquency has turned the thoughts of public officials to the necessity of long-term solutions, in the nature of adequate recreation facilities, community centres supervised playgrounds, etc., and many municipalities are now launched on, or are prepared to launch at the earliest possible moment, programs to provide such facilities.

Teen Towns

Municipal councils are co-operating with local service groups and other public bodies, in the establishment of "Teen Town" projects, which are springing up in

cities throughout the country. The Teen Towns elect their own Mayor and Council from among their members, and run their own affairs. In many cities, the Teen Town elected officials attend municipal council meetings and are given an opportunity to present the point of view of their group and make suggestions to the council. Nothing could afford a better method of educating growing boys and girls in their responsibility to the community, or give them a better grasp of just what is involved in the business of civic administration, or of its importance to them as citizens. It is to be hoped that these projects will continue to increase in number; there is no doubt they can have a tremendous influence in the training of good and responsible citizens.

Recreation

The possibilities of Community Centres are engaging the attention of officials in many municipalities. The *City of Nelson, B.C.* (Population: 5,758) has been one of the pioneers in this type of recreational development; and its civic centre, built during the depression years as a relief project, still serves as an example to other communities. Nelson maintains a 5-man recreation commission, with a manager-instructor, for its civic centre, which provides facilities for a wide variety of recreational programs. A number of other municipalities, both small and large have within recent years appointed full-time recreational directors. The latest such appointment in the case of

the larger cities was recently made in *Winnipeg*.

The idea of war memorials is being tied in with recreational facilities in a great many Canadian cities and towns, and the trend is very definitely toward such "living" memorials, as opposed to the traditional monument or statue.

The provision of recreational facilities is one case in which we find enthusiastic support coming from the citizens in general. Such support, however, is not always forthcoming; and the inertia and apathy, if not the actual opposition, of citizens is another problem which municipal officials too often have to face.

Citizen Associations

There is encouragement in the trend toward the formation of Citizen Associations in many centres, both large and small. This very evident trend does indicate an increasing interest in the business of municipal administration. Given a well-informed group of citizens with a keen sense of community responsibility, such associations can help materially to lighten the task of the municipal administrator, through the fostering of an informed and intelligent electorate which will make sure that able and responsible men and women are elected to public office, and continue to be supported *after* they are elected.

Municipal administrators have been somewhat at fault themselves in their relations with the public; they have not always done a particularly good job in keeping the public informed on municipal mat-

ters. However, they are developing an acute awareness of the importance of good public relations, which is reflected in real improvement in methods of reporting to the public, attractiveness and readability in annual statements and reports, programs of planned publicity on civic affairs via radio, the press, public addresses, etc.

The problems which beset municipal officials are endless; and their enumeration alone would take more space than is available in a brief article. The Mayor's office is available to everybody; and everybody uses it—from the unhappy and homesick war bride who weeps on his shoulder to the irate lady who phones him at his home, in the middle of the night, to tell him her husband can't get his car into the garage because of the snow-drifts in the lane and when is he going to do something about it!

Traffic problems—town planning—employer-employee relations—demands for wage and salary increases—pension plans—garbage collection methods—urgently needed public works—undermanned and under-equipped police and fire departments—overcrowded schools—inadequate hospital space—too-short terms of office. . . . A Mayor's lot is not a happy one!

All the problems mentioned, and a host of others, are a part of the kind of civilization we have built. They will not grow fewer; and if they are to be resolved with any kind of satisfaction to the people they concern, and they represent an important majority of the popu-

lation of the country, there must be sincere and close co-operation, not only between the provinces and the municipalities, but at all three levels of government.

The Canadian Federation of Mayors and Municipalities has repeatedly urged upon both the Federal and Provincial governments the desirability, and necessity, of closer Dominion-Provincial-Municipal relations. It has repeatedly requested municipal representation at Dominion-Provincial conferences. It is contended that Dominion-Provincial relations are of vital importance to municipalities, and that agreements entered into between the Dominion and provincial authorities must take full cognizance of the position and needs of municipalities; that municipal authorities, representing the government closest to the people, and as direct representatives of more than 50% of the country's population, have a right to be heard and consulted in matters which so closely affect the welfare of the people they represent. The effectiveness with which municipalities can co-operate directly with the Federal authorities has been demonstrated in many ways during the war years. Notable examples of such co-operation are the setting up and operating of Local Ration Boards; Civilian Defence groups; Wartime Housing agreements, etc.

Failing direct representation at the meetings of the Dominion-Provincial Conference, the Federation forwarded a brief to the members of the Conference, re-stating

its position on behalf of the municipalities. The brief made the following main recommendation:

That a thoroughgoing study of the whole matter of Dominion-Provincial-municipal relations in the light of present day conditions be immediately instituted; and that to this end a special continuing division of the Dominion-Provincial conference be set up to conduct such a study, the personnel of such division to include representatives of the Dominion, Provincial and Municipal governments; and the Canadian Federation of Mayors and Municipalities offers its fullest co-operation in the carrying out of such a study.

It further requested that, pending the results of the suggested study immediate action be taken on the recommendations that the Federal Government relieve the municipalities of the full cost of unemployment relief for employables; that Federal and Provincial governments pay municipal taxes or grants in lieu thereof on all crown lands within municipal corporations; that an adequate National Low-Rent Housing and Slum-Clearance Act be enacted; and that the Federal and Provincial governments make a definite and early statement of policy with respect to financial assistance to municipalities for public works projects.

Since the initial request of the Federation for a study of the whole subject of Dominion-Provincial-Municipal relations, the Province of British Columbia has set up a Royal Commission on provincial-municipal financial relations, under H. Carl Goldenberg, M.A., whose

report it is understood is now in preparation; and some other provinces, notably Nova Scotia and Quebec, have taken steps along similar lines to examine the relations, particularly with reference to fiscal matters, between the province and the municipalities. These are all steps in the right direction; but they are only a beginning. If they are to yield worthwhile re-

sults, in terms of satisfactory and effective solutions of the serious problems facing municipal officials across the country, such studies must consider every aspect of provincial-municipal relations; and they must be pursued in an honest attempt to get at the facts, to interpret them realistically, and to take promptly the action indicated by such interpretation.

Le Milieu Rural du Québec

MARTHE BEAUDRY

Les lecteurs de *WELFARE* et de *MISSIVE* me permettront de leur faire un tableau du milieu rural de la province de Québec, et de leur présenter en même temps le rural lui-même qui fait le fond de la scène. Beaucoup de travailleurs sociaux sont familiers avec quelques aspects des problèmes du milieu rural. Très peu, je crois, le sont autant avec les ressources du milieu rural, et partant sont aptes à leur suggérer des solutions oportunes. Pourtant, on ne travaille pas au bonheur d'une population, à son adaptation, au sens social de ce mot, en lui imposant des formules contraires à son esprit, ou qui ne tiennent pas compte de ses ressources et de ses caractéristiques foncières.

Le milieu rural du Québec, dans son aspect social, est composé de familles propriétaires, vivant dans des rangs ou des villages, immédiatement rattachés à une paroisse religieuse, un clocher, lui-même lié

à un diocèse. Cette caractéristique fut sa force, et une source de stabilité. Le rural en vit, et quand il l'oublie, il n'est plus un rural. Qu'il soit pour ou contre son clocher, son clocher demeure le centre de gravité de sa vie. Le rural a foi dans son Eglise catholique et lui demande volontiers des directives. Il ne lui marchande pas sa confiance parce qu'elle ne lui a jamais marchandé son dévouement et sa fidélité.

Son standard de vie, sous certains aspects matériels et humains, est plus élevé que celui de l'homme moyen des villes et certainement plus élevé que celui de l'ouvrier. Car il possède l'espace, l'air pur, la beauté naturelle des champs et des forêts et non celle toute artificielle des villes; une maison à lui qu'il n'a pas toujours le temps et l'argent de faire belle et confortable: elle n'est pas pour lui un bien de production et sa fierté même trouve d'autres objets pour s'exprimer. Il

obéit à la nature et se soumet aux marchés agricoles. Il travaille dur, mais trouve le temps de faire des noces, sans se plaindre qu'elles lui coûteront la journée de travail de sept ou huit membres de sa famille; il prend le temps d'enterrer ses morts, de prier son Dieu, de recevoir ses visiteurs. Bref, sa vie n'est pas une course, une fièvre. Il est calme, a le temps de réfléchir, de penser, de juger: autant de choses dont le citadin est privé. Son établissement n'est pas électrifié dans la majorité des cas. Il en souffre, mais sait aussi qu'il lui faudra changer son organisation le jour où il s'électrifiera, afin que l'électricité lui devienne un bien de production. Il préfère le petit et le moyen établissement qui lui donne la sécurité, qui prévient tous les soucis de l'industriel et du patron.

Contruable et propriétaire, il s'intéresse et paye volontiers de sa personne à l'administration de sa municipalité, de sa fabrique, de sa commission scolaire. Il est le maître de ses écoles et les fermera plutôt que d'y payer des institutrices à un prix qu'il juge trop considérable. Cependant, il apprécie les bienfaits de l'instruction, et en général, il n'en prive pas ses enfants quand ses ressources lui permettent de les faire instruire. Mais son régime d'éducation est incomplet. Ses fils surtout en souffrent. Ils sont sans pâture après l'Ecole primaire alors qu'il faudrait une instruction et une éducation qui attachent à

jamais leur esprit et leur cœur à leur mère, la terre. Il laisse souvent ses fils et ses filles courir leur chance où ils le désirent. Il voudrait en faire des terriens et non des crève-faim, mais il manque pour y arriver, le plus souvent de ressources, parfois d'esprit de travail, d'économie et d'organisation qu'il faut. Il a souffert de la crise et n'en finit plus de vouloir que ses enfants gagnent de l'argent. Il oublie qu'il est beaucoup plus difficile de restreindre un train de vie que de l'augmenter, et que les besoins augmentent avec les occasions et les moyens de les satisfaire. Il vit lui-même souvent au-dessus de ses moyens, parce que ses enfants insatisfaits de leur campagne, ont l'œil sur la ville et que les façons de la ville ne sont pas faites pour la campagne.

Il est plus souvent le maître de ses loisirs, peu exploité qu'il est par les grandes firmes commerciales qui font payer aux citadins à grands prix leurs heures de détente. Les récréations ne sont pas d'ailleurs chez lui un besoin quotidien. Le calme et la tiédeur du foyer lui suffisent après une journée de dur labeur. Il jouit intensément alors de tout ce qui l'entoure. Il interrompra volontiers sa muette contemplation pour causer avec un voisin qui se joindra à lui. En groupe, il est gai et exubérant. Toute sa joie contenue éclate. S'il devient âpre au gain, il en oublie et son rire et sa gaieté. Et ses

jeunes doivent le fuir pour trouver un peu de joie. Hors de son foyer, il ne trouve pas suffisamment d'activités récréatives, adaptées à sa mentalité et à son tempérament.

A travers tout cela, il souffre d'un tas de choses. Il n'est pas compris de son frère le citadin et il ne sait pas s'expliquer à lui. Il se croit inférieur souvent et tend à l'imiter pour se hausser à son niveau. Même ce qui fait sa force; sa sagesse, la richesse de ses émotions contenues, sa simplicité, sa vérité, sa parole qu'il ne manie pas assez souvent, tout cela joue contre lui et il reste muet d'admiration devant un bonhomme "qui parle bien". Le rural est un homme cultivé, d'aucuns disent même un "grand savant", et ils ont raison. Mais cette science, cette culture, il l'ignore lui-même, et oublie d'en faire son apanage et sa fierté. Qui donc s'est un jour penché sur lui pour s'y alimenter?

Le rural a beaucoup donné de ses fils au clergé, aux communautés religieuses de tous genres, à toutes les professions. Ces fils l'ont ensuite souvent oublié, méprisé, parce qu'ils n'avaient pas appris à aimer et à servir. Et il s'est trouvé souvent sans chefs qui l'estimaient et le comprenaient.

Le rural est maintenant convaincu que l'on se soucie peu de lui donner justice, et que le producteur des biens nécessaires à la vie est le cadet des soucis d'un monde gouverné par le commerce et la haute finance. Mais le rural du Québec est trop attaché à sa

propriété à lui pour croire au communisme ou à d'autres doctrines semblables, comme remède à ses maux.

Il est replié sur lui-même et profite mal de ce que la société met à sa disposition; si peu de gens jusqu'ici ont su le comprendre et l'aimer. Il est souvent individualiste et d'un individualisme étroit, sans prévoyance pour le lendemain que subiront ses enfants et qu'il n'aura pas contribué à rendre meilleur. Il est parfois d'une fierté sans égal, au point de priver ses enfants malades ou infirmes des soins et de l'éducation qu'il leur faudrait pour faire leur vie plutôt que de recourir à l'Assistance publique, et en même temps, il se repliera sur les gouvernements avec acharnement pour la solution de petits et grands problèmes, avant même d'interroger son initiative.

Mais j'interromps ici la liste de ses bobos. Disons qu'ils se résument à trois choses: vice de l'éducation rurale des jeunes et des adultes; vice du monde moderne qui lui injecte le matérialisme à haute dose, qui est le plus grand ennemi de son bonheur et de sa stabilité; vice de l'économie mal équilibrée qui le met dans une situation d'infériorité imméritée; vice de son tempérament devenu passif, endurant, devant les gens et les choses, comme il est forcément devant la nature et ses éléments, passif devant les problèmes de sa jeunesse, passif devant ses besoins.

(à suivre)

Canada's Antiquated Penal System

DAVID A. CROLL, M.P.

Address given to the Canadian Penal Congress, Windsor, October 7, 1946

THE time has come, indeed it is long overdue, for definite action. What we say and do here should be aimed not at convincing ourselves—for we are all of one mind on the matter—but at stimulating the powers that be to take definite steps, which have been clearly indicated in the past, to overhaul drastically the entire penal system of this country. Let us frankly admit it belongs to the yesterdays. It is out of date.

There is one important way that this can be done—by the pressure of public opinion. One of our purposes should be to give the lead in this. The abuses of the present system have grown up largely because of apathy and indifference. Our task should be to turn the spotlight and keep it focused on existing conditions in order to stimulate public opinion to the point where something will be done. It is doubtful whether people know of some of the ugly medieval relics which have not yet disappeared. They would be astonished if they knew what still remains—the “hole”, whipping, solitary confinement, enforced hours of silence, and the indiscriminate mixing of young impressionable offenders with drug addicts, chronic alcoholics and the criminally insane.

Crime is a disease, a social malady. As such, criminal therapy

must proceed along three main lines:

- (a) prevention
- (b) treatment
- (c) after-care

Prevention is perhaps the most difficult since the causes of crime are rooted deeply in our social system. Crime stems from poverty, from ignorance, from broken family life, and insecurity, and the correction of these conditions is necessarily a long, slow business.

When the crime has been committed, when the offender stands in the dock and the machinery of justice has been set in motion, that is the time when something concrete can be done. If our courts consign a man automatically upon conviction to an out-of-date lock-up, there to serve his period of detention in idleness and the company of habitual criminals, then we as a people are committing a moral crime. If, upon his release we throw the ex-prisoner upon the world to sink or swim as best he may, then we are deliberately setting out to create a criminal class in this country. The statistics of crime, with their sad tale of repeaters, show that this is exactly what is happening today. We have reached the point where three out of every four men committed to penitentiaries are repeaters, and many of them habitual repeaters.

It is generally true that the law officers are not at fault for they are operating within a framework which gives them little opportunity or scope to improve existing conditions. It is the machinery itself which is defective—the antiquated penal system, the host of rules and regulations, and the backward-looking approach of officialdom to the whole problem—which calls for drastic change.

The key to the situation lies in the famous Archambault Report of 1938, and in the splendid examples of prison therapy that we find in certain countries today. They indicate that criminality is not an innate quality. It has causes and it has cures, and with intelligent, humane handling it can to a very large extent be brought under control.

If we persist in doing nothing, then the alternative is waste, not merely the expenditure of millions of dollars annually to no good purpose, but, what is far more important, the human wastage involved. We are a small country numerically, and while we should strive to build up our population by large-scale selective immigration, we must also make the fullest and most profitable use of all the manpower we presently possess. A floating prison population of thousands of able-bodied men represents a dead loss to the country, financially and socially, a loss which we can ill afford at this stage in our development.

The basis for any intelligent approach to the problem is this

FUNDAMENTAL PRINCIPLE — CRIME CAN BE CURED.

That does not mean that every criminal can be turned into a healthy, useful citizen, just as in medicine not every case will respond favourably to treatment. Proper classification and segregation are essential if any cures at all are to be effected. That is why the insistence of Archambault Commission on centralization of penal control is so important. Only by bringing all prisons under one jurisdiction can we develop a co-ordinated system of classification and treatment. It must be made possible to screen out the criminals from the social failures, so we can create for the rest, and particularly the younger offenders, an environment in which they will have a chance to learn the right way of life. I mean intelligent rehabilitation.

That is where institutions like Borstal come in. The essence of Borstal is not punishment, although punishment is implied in the loss of personal liberty involved, but in the educational principle underlying the whole plan. Through industrial training and vocational guidance the young offender is taught to live in society. The results of Borstal training amply justify the expense and the devoted work which have made it a model for human rehabilitation everywhere in the world.

Adequate treatment during the period of detention is only half the battle. What happens after a prisoner is released can undo all the good that has been accom-

plished. A man takes the punishment that the law prescribes, but society has a habit of punishing him again when he gets out. In so doing society takes on itself something immoral, and it must be taught that its task is to help, not punish. We have got to stop persecuting a man when he leaves prison and help him to realize that society is not interested in vengeance. The man who is released from prison is at a terrible disadvantage. Through isolation he has lost touch with the outside world; and under our present system he has learned to be unproductive, resentful, and anti-social.

To date, the burden of helping ex-prisoners face the problems of their re-entry into society has fallen on the prisoners' welfare associations who, although greatly handicapped through lack of adequate funds and public support have rendered invaluable service. The task is far too serious, however, to depend almost entirely on private contributions for its continuance. It is a Government responsibility and should be financed in the main with public money.

It was part of the political thought of yesterday that people should look after themselves and that Government should mind its own business. Times have changed. It is now generally realized that Government has to help some people to look after themselves, and protect others from exploitation and so sweeping measures in social security are being undertaken which would have been condemned a generation ago as un-

justified invasions of private rights. The rehabilitation of ex-prisoners is as much a responsibility of Government as Unemployment Insurance or relief for the poor and aged. Society needs and is entitled to this service. We are even now facing a post-war manpower shortage comparable with our wartime manpower problem and we cannot afford to waste a single soul.

Although prison reform has been under official review in Canada for more than a hundred years, it must be admitted that very little of a constructive nature has been accomplished. Since the original Penitentiaries Act was passed in 1868 we have heaped up more regulations and minor amendments than anyone can possibly be expected to remember. The core of the problem was never touched and despite the investigations of at least six Royal Commissions it still stands unaffected to the shame of this country.

One thing seems clear—the penal problem cannot be divided any more than the labour problem or the health problem. It is not a British Columbia problem or a Maritime problem. It is a *Canadian* problem and must be approached and solved on a *national* basis. It affects the country as a whole, and we cannot let the constitutional position enforce a piecemeal solution. There must be a centralization of control with reformatories and provincial jails brought under the same jurisdiction as penitentiaries. There must be a state-financed rehabilitation of ex-prisoners together with co-ordina-

tion of all the prisoners' aid societies under Government sponsorship.

There was an excuse for the Government's doing little during the war for we had neither the time nor the trained personnel to devote to the job. It must have top priority now. The time is overdue for action, and anything would be better than what we are doing now. We have to realize that there are sick people in this country—some call them criminals—who need intelligent humane treatment. We have tried punishment and that has not worked. Now we need a new deal for those who stumbled. We've got to show that we are social beings and open our minds and our hearts to the real nature of the problem.

We can neither hide our problem nor hide from it. This is a new age which requires new approaches, new concepts and new remedies.

We Canadians who can be so kind to the needy peoples of the world should practice a little of our kindness and humanity right here at home. We have been nationally inadequate in that we have failed to correct and rehabilitate. We have failed to salvage. We have failed to distinguish between criminals and social failures. We who can do so many things so well, need never admit failure on these scores. The time has come for Canada to enter the high road of prison reform and now is a good time to begin.

Institutes and Conferences

Fourth Canadian Penal Congress

FROM as far west as Victoria and from Montreal on the east, more than fifty men and women gathered in Windsor, Ontario, during the first week in October to spend two days in concentrated study and consideration of penal questions and methods, and to analyze and evaluate present procedures and services in Canada and plan for more progressive and constructive ways of treating and rehabilitating offenders.

Sponsored by the Canadian Penal Association, the Congress was arranged to coincide with the meeting in Detroit of the American Prison Association and was honoured and enriched by the presence in its program and deliberations of several U.S. leaders in penal work, among them Warden James A. Johnston of Alcatraz.

It would be impossible in this short review to give details of the stimulating and thought-provoking papers which were given by

speakers who presented new light on old problems or dealt with new problems evolving as we move farther into the area of understanding of crime and human behaviour.

Special mention must be made, however, of the presence at the Congress of Major-General Ralph B. Gibson, recently appointed Commissioner of Penitentiaries who, by his address to the Congress and by his regular and interested attendance at all the sessions, convinced the delegates of his intention to give real leadership in the Federal penal field. Indeed there were heard on all sides hopeful and encouraging comments and the feeling, as expressed by one delegate, that "a new day has dawned for penal work in Canada and we may now look forward with confidence to the gradual implementation of the Archambault Commission Report" well summed up the

reaction of the group to General Gibson's appointment.

Election of officers for the Canadian Penal Association resulted in the appointment of J. A. Edmison, K.C., executive secretary of the Prisoners' Rehabilitation Society, Toronto, as President, succeeding Dr. Milton Hersey of Montreal. John Kidman, also of Montreal, the retiring Secretary, is followed by Dr. Stuart Jaffray of Toronto. Thus the office of the Association will move from Montreal to Toronto, and there are indications that a pattern of transferring headquarters from area to area may be followed in future.

Local organizations or committees interested in penal reform may get more detailed information regarding the Congress proceedings by writing to the office of the President, at Room 210, Manning Chambers, Queen and Bay Streets, Toronto 1. N.L.

Biennial Meeting of the Family Service Association of America

WITH the theme of *Family Life; A Corner-stone of Peace* 642 delegates from 210 family agencies met from October 31st to November 2nd in New York.

The program, apart from the opening session and the general assembly, was broken down into a wide variety of forums and double session discussion groups. The forums each dealt briefly with some aspect of the private family

agency's work and included case work with the aged, public relations, visiting homemaker, the use of volunteers and other similar topics.

The discussion groups dealt more comprehensively with other fields of activity such as marriage counselling, case work with adolescents and children, veterans, supervision, and the use of psychiatric consultants in the family agency. If all the discussion groups were up to

the standard of that on marriage counselling, attended by the Canadian Welfare Council representative, valuable professional stimulation was obtained by the participants.

Prime responsibilities facing private agencies were listed by Frank Hertel, recently appointed General Director of the Family Service Association of America, as marriage counselling, both pre-marriage and subsequent to marriage, old age, joint services between family and children's agencies, and acute professional shortage affecting every American agency.

In the general assembly, details of financing and membership re-

quirements were gone into. This was followed by a discussion of the need for a federal department of health, education and security on cabinet level, and resolutions were passed urging this on the United States federal government.

Clear throughout the sessions was the impression that the family agencies knew where they were going, were confident they had skills and techniques of value to the whole community, not just to those traditionally considered "clients", and that, no matter how startling the divorce statistics, there was no fear that family life was on the way out. K.M.J.

Family Agencies' Seventh Inter-Provincial Institute

BASING their discussion on *Family Case Work in Modern Society* 35 representatives of 12 family agencies in the provinces of Quebec and Ontario met at Edgehill Inn, Morrisburg, Ontario, Oct. 17-19. The Institute leader was Mrs. Celia Deschin, formerly on the staff of the McGill School of Social Work and the New York School of Social Work. Case material from agency records provided the Institute members with a groundwork on which interviewing and worthwhile discussions of a most helpful nature were built.

One morning was devoted to *Evaluating the Function and Services of a Family Agency* in the

use of Psychiatric Consultation, and in *Marriage Counselling*. Papers were presented by Miss S. Rhinewine of the Jewish Family and Child Service of Toronto, who discussed the first topic, and by Miss M. Stedman, Family Service Bureau of Hamilton, who outlined the second. Consultant for both subjects was Mrs. Margaret Davis of Ottawa, an experienced psychiatric social worker who gave valuable leadership. A resolution directed to the Family Welfare Division of the Canadian Welfare Council called for a national committee to consider the development of more adequate psychiatric consultation services for social agencies, and also covered a number of related points.

Another session considered *Mechanics on the Job*, and short papers were given by Miss M. Mathieu, Service Social, Hull, speaking on the activities of the Division Workshop Committee, Miss L. O'Gorman, Catholic Welfare Bureau, Toronto, on the statistical recording being done under the Toronto Welfare Council, and Miss A. Giguere of the Bureau d'Assistance Sociale aux Familles of Montreal, who discussed statistics from the standpoint of the worker in the field. Consultant at

this session was Miss Kathleen Jackson, Secretary of the Family Welfare Division, which had sponsored the Workshop Committee on Statistics.

At the business session, Miss M. Mathieu of the Service Social, Hull, was elected chairman of the Institute Committee for next year.

Guests included Mrs. Edith Day Gersh of the Family Service Association of America and R. E. G. Davis, Executive Director of the Canadian Welfare Council. K.M.J.

Casework Institute in Hamilton

Under the auspices of the Family Division of the Hamilton Council of Social Agencies, Miss Eda Houwink of the Toronto School of Social Work, conducted a two-day

Institute in November for Hamilton workers. It was attended by an average of thirty workers from Hamilton agencies and was a most profitable experiment.

THE Director General's report to UNRRA on Displaced Persons indicates:

1. Continuing efforts at repatriation are yielding lessening results.
2. A substantial number of refugees will remain to be cared for by the United Nations after UNRRA operations come to a close.
3. The chief problem now confronting UNRRA, and which will confront the successor organization, is that of individuals who are unwilling or unable to return to their country of origin.
4. For a large proportion of the displaced persons, the ultimate solution lies in resettlement and not in repatriation.

Mr. LaGuardia who referred to the 830,000 souls in UNRRA camps as a "great stockpile of human misery" has proposed that countries should pool their unused immigrant quotas to permit displaced persons, otherwise qualified, to enter regardless of country of origin. He estimated that 600,000 did not wish to return to their country of origin and suggested that non-repatriable persons might be allocated on a percentage basis among such countries as the United States, Canada, Mexico, the Argentine, Brazil, Chile, Colombia, Venezuela, Peru, New Zealand and Australia.

UNRRA Review, September, 1946.

Time on Their Hands

JOHN P. KIDD

A review of the youth and recreation survey made by the Canadian Youth Commission

"CHEWING THE FAT," says a Canadian Press dispatch, "is a favorite activity of Canadian youth." It was referring to the recent survey of the leisure time interests of Canadian youth made by the Canadian Youth Commission. The findings of this study have been published in book form under the title *Youth and Recreation*.

Some of the other interesting facts uncovered by this study are that 81% of Canadian youth between the ages of 16 and 24 own skates; 40% spend more than one hour a day just talking; 48% prefer comedy in radio programs; 24% read less than five books a year; 1% prefer poetry to other reading; 16% never make dates with the opposite sex; 49% go in for skiing; and 17% attend movies more than twice a week.

A Recreational Wilderness

"The outstanding fact revealed by this report," says the Commission, "is the relative barrenness of the leisure-time interests and opportunities of youth in Canada. The vast majority are either left to their own resources, with little outside stimulation and guidance, or depend upon commercialized amusements, such as movies, dance halls, and bowling alleys, which do not have the welfare of youth as a primary objective. Moreover, for

the youth in many rural areas even these facilities are not readily available."

This, at first sight, comes as surprise, if not a shock. Most of us have thought of Canada as a sports-loving and sports-conscious nation. To be sure, we have watched with interest the seemingly purposeless promenading of young people along down-town city streets, every evening and particularly on Sundays. We have read and heard a great deal about the increase of juvenile delinquency, and the urgency of more and better recreational programs to keep them occupied. Probably few have realized the extent and the nature of our national recreational barrenness as revealed by this very comprehensive report.

The Commission goes on to state:

"The present situation arises mainly from the fact that the fundamental importance of recreation for the well-being and the development of youth, and indeed for persons of all ages, is not yet generally recognized. The result is that responsibility for providing adequate facilities and services has not, up to the present time, been accepted by the community. Certain private organizations and some municipalities have pointed the way, but such efforts have been limited in effect and on piecemeal basis. By and large, the field

has been left to commercialized interests."

A New Frontier to Master

In the pioneer days of our nation's development, when people were occupied literally from dawn to dusk wresting a living and mastering physical obstacles, leisure and leisure-time activities were negligible. Save for occasional dances, seasonal festivals and perhaps an annual frontier sports day, our forefathers had few leisure-time pursuits. Even their famous barn-raising and other bees, although recreational in spirit, were hardly so in purpose.

The physical frontier days have passed. A new frontier challenges us—the Frontier of Leisure. It has stolen in upon us gradually. Little by little it has taken over larger and still larger chunks of our daily life. Perhaps never before have people, especially young people, had so much leisure, so much time on their hands.

"Leisure," says Walter B. Pitkin, "is what you make it. It may be your greatest blessing or your greatest curse. You determine its quality and its quality determines you. In the old era, the job determined the worker. In the new era, leisure determines the man."

The manner in which we attempt to conquer this new frontier of leisure—and the Commission's report suggests that we have a tremendous task before us—and the success we have will play a large part in determining the kind of people we will develop and the kind of a nation we will become. This presents a tremendous chal-

lenge; a challenge as yet hardly realized or appreciated; a challenge that cannot be left too long unanswered.

What is Canadian Youth Doing

What is Canadian youth doing with its leisure? What recreational facilities and equipment are accessible to them? What leadership and activities are provided? What does youth want from leisure, and what should it have? These are questions to which the Commission sought answers.

"Recreation in a democratic society," says the Commission, "is a matter of personal choice." So the first job was to ascertain the personal choices of youth. This was done by two methods: a questionnaire, and briefs from organized youth groups.

The questionnaire was distributed to some 2,500 youth all across Canada from which 1,600 were selected to meet the requirements of a national sample. It included such questions as: what equipment young people owned or could borrow, how they spent their leisure time, what were their interests and hobbies, how much time they spent listening to the radio and what programs they preferred, what kinds of books they read and how many, what libraries were available and how used, what were the chances of dating, what games and sports they participated in, what clubs they belonged to, how often they went to movies and what kind they preferred, and what suggestions they had to improve their recreation.

The findings were all carefully tabulated. Numerous charts prepared by the Pictograph Service give quick graphic pictures. This is followed by pungent excerpts from answers to the request "Suggest Ways to Improve Recreation". These come under ten general headings, including community centres, parks, schools, gymnasiums, swimming-pools, rinks, commercial recreation, sports, libraries, organization-leadership and government responsibility. The section closes with a number of observations and conclusions—*three and one half pages of material which should be studied carefully by all those interested and concerned with recreation for youth.*

What Youth Thinks About It

The questionnaire returns give the opinions of individual young people selected in such a way as provide a national sample. The Commission also invited the views of organized youth groups and received over 100 briefs, most of them prepared with considerable care after earnest deliberation.

"Recreation," say these young people, "is more than fun . . . is an integral part of the education of young people fully as important as formal classes and the teaching of theory . . . must be organized in such a way as to recognize total human needs . . . includes not only athletics, but also music, arts, handicrafts, reading and other pastimes. . . . The aims of recreation, should be to encourage the full growth of the personality, to impart an attitude of initiative, to

bring out creative attitudes and foster good taste, to raise the social climate of a whole nation by developing the moral, intellectual and physical capacities of citizens".

They state that although the home is the natural place for recreation, modern living does not always make this practical, and therefore there is a need for other places, common places of recreation. They believe there is a place for commercial recreation, but that it plays too large a role at the present time and that it tends to produce spectators rather than participators. They state that the churches are doing a limited job with large numbers; that youth clubs and organizations are doing an excellent job with limited numbers. They find that industry is just awakening to the value of recreation for their employees, and to their responsibility in developing it; that the schools have opportunities as yet unrealized. They express a strong need for community planning of recreational facilities and leadership—planned for one and all. They point out the imperativeness of more trained leadership, and even to some extent, tackled the problem of finances.

Both this section, and the one preceding it merit careful study.

What Is Youth Offered

The second part of the book is entitled "What Is Youth Offered Today"? It gives brief outlines of what public agencies are doing and offering young people: the Dominion Government, the Provincial Governments, the National Film

Board, the CBC, recreation in the Armed Forces, and the municipalities.

"Three very obvious facts" are underlined in this section: that very few schools are being made available for after-school activities (less than 24%); that there is a serious lack of public recreation leaders in local communities; and that such facilities as are available for recreation are almost entirely focussed on sports and athletics with little provision for arts and crafts, dramatics and other group activities.

This section also deals with private agencies, including the Y.M.C.A., Y.W.C.A., Y.M.H.A., Boy Scouts, L'Association Athlétique Nationale de la Jeunesse, Girl Guides, W.E.A., trade unions, Ottawa Civil Service Recreational Association, the churches and many others. Finally, it discusses in some detail the development of community councils and centres in various parts of Canada.

What Youth Should Have

Having discovered what Canadian Youth were doing with their leisure-time, what facilities and leadership were being provided for them and what young people would like to have, the Commission then proceeded to ascertain what steps needed to be taken towards a more adequate recreational program. They reiterated the urgency of both the Governments and the people becoming aware of the seriousness of the present situation. They point out that the average community in Canada spends about 50 cents per

capita on recreation and they recommend that this be stepped up to \$3.00. Leadership, facilities and programs cost money; quality in these costs even more money.

They stress the need of more and better leadership. "Leadership," they say, "is the determining factor in the success of any leisure-time program, judged in terms of either quantity or the quality of the activities carried on." They urge the present need of better facilities and equipment for all kinds of recreational activities. They point out the importance of better programs — programs of greater variety, of greater participation, of more democratic control and of higher quality. The report highlights the poor distribution of recreational services; the Commission urges "a vast expansion of recreational programs . . . to enable more young people to participate in physical, social and creative activities." And finally they suggest ways for the organization and administration of recreational services and programs at local community, provincial and federal levels.

Throughout, the report emphasizes "the fundamental importance of recreation and the necessity of regarding it as an integral part of education". In the final section, the Commission summarizes the role of both the public and private agencies, and makes specific, recommendations to churches, private agencies, schools, libraries, museums and art galleries, the CBC, the National Film Board, the universities, the Canadian

Welfare Council, and to the Federal, Provincial and Municipal Governments.

Factual reports of this nature generally make dry reading. *But not this one.* Murray G. Ross and his able committee have so organized their findings, their observations and recommendations that *Youth and Recreation*, even to the layman, is intriguing, even exciting reading.

In these days of mass-production of mass-reading material, one

hesitates to suggest any book as a "must", but there are exceptions. To the teacher, to the school administrator, to government officials and members of parliament, to the recreational director and workers with youth, to lay committeemen and volunteer leaders, to anyone and everyone who is interested in the development of healthy and well integrated personalities for the youth of Canada, *Youth and Recreation IS POSITIVELY A MUST.*

Marriage Counselling and the Minister

THE REVEREND J. D. PARKS

BEFORE preaching a sermon in my first church, I had visited the sick, buried the dead, performed a marriage ceremony and been consulted about a marital problem. This has been typical of my ministry in the last twenty-five years and shows how important marriage counselling can be in the work of the average minister.

The question is not whether the minister is concerned in marriage problems, but whether he is interested and how he can help. Disposition, interpretation of his task, theological convictions and other reasons determine how deep that interest will be. Some men feel that to perform the marriage ceremony and accept responsibility for regular pastoral oversight is all they can manage. Others have spent a great deal of time in fitting them-

selves for both pre-marital and marital counselling.

The Present Situation

In five Canadian provinces no one but a clergyman is permitted to perform the marriage ceremony. In the other four, where civil marriage is possible, the majority still prefer marriage by a clergyman. Aside from the legal control exercised by the state, marriage is largely under ministerial guidance and, in co-operation with the young couple and their families, he has almost a free hand in arranging the ceremony. Have the Church and the Ministry fully realized the opportunity and the responsibility involved in this?

In many communities it is also true that it is often the minister who gets the first inkling of a mari-

tal problem. Often those who come to him have a minimum connection with the church, but they still look to the minister for help.

Furthermore, with only a few exceptions, there is still no education for marriage provided by the State. It is a shock to realize that there is no training demanded for the most difficult undertaking in the world. In every profession, trade or business, years of study or apprenticeship are required before one is thought competent to carry on efficiently, but society assumes that men and women can be good husbands, wives and parents without any training whatsoever.

In view of this the responsibilities and opportunities of the minister are obvious.

The People the Minister Counsels

There are two groups of these. Those who belong to the church, and those who have either no church affiliation, or one so slight the minister has little or no contact.

With the second group all the minister and church can do is to offer their services freely. But the time has come for the State to incorporate in its educational system a course for all age groups in marriage, home making and the relationships between the sexes. Surely this can be done in such a way that it will be accepted as a part of normal education.

With today's situation in mind, I will suggest what seems possible as an ideal for the church and its ministry. Even if this ideal is only partly attained it will be helpful

in a world where the divorce rate is climbing steadily and marital difficulties are increasing.

The Ideal

Minimum procedures in marriage counselling should include at least one pre-marital interview. This is not always as easy as it sounds, for many couples give the minister little time for arrangements especially in a city, even though they are anxious to be co-operative. It is better, if possible, to see each separately first and then interview them together. If there seems to be anything in connection with the marriage that is unusual, for example, a suggestion that they feel they *must* get married, or if the parents are not to be present, or any other uncommon circumstance, the parties should be seen separately.

In this interview the minister should have time to make sure that they have studied carefully questions of vital importance. Some of these deal with religion, money, children, the wife working after marriage, etc. The questions which may cause difficulty later should be well known to the minister and he will soon learn how to help in the discussion of them. Books can be used helpfully even though one young man said when offered one, "Do I have to read it? My sister was married recently and she didn't have to read a book." Cost is a factor in a place like this and the Church of England has published a reasonably priced book entitled, *Whom God Hath Joined*. The best single book is *Harmony in Marriage* by Foster Wood, but it is rather

expensive for gift purposes and has features which some may not like.

For those who are in fellowship with their church, it should be possible for the minister to offer a course of study to engaged couples and everyone contemplating marriage. Some churches arrange their own study classes, others use the course provided annually for Toronto people by the United Church of Canada. Either plan can be tried and may be advertised widely so as to attract both members and adherents.

Any such course should include a careful study of those areas of married life where difficulty may arise. Essential too is a Christian interpretation of the place of the home, the importance of family life and of the relationships between husband and wife. If engaged couples learn that marriage problems can be studied, it will seem natural to them to continue to study the art of marriage after the ceremony.

The next step in such training is provision of courses of study for parents. This can be done by organizing a parents' group for those who bring their children to Sunday School. A Couples Club for mid-week or Sunday meetings is another possibility and programs of other adult groups in the Church may also be useful.

For some years, the author of this article has made available, usually through some Young People's organization, a course of studies for young people on Youth and Marriage. This course includes

the meaning of Christian marriage, the Christian interpretation of relationships between young men and women, the choice of a life partner, engagement, the marriage, the family, problems of the married and unmarried. It touches only briefly some of the subjects, but it is valuable as an educational "lure" if such a term is permissible. The members of the group are taught to believe that one never gives up learning the art of being married, and they are encouraged to continue their studies.

For the teen age young people whose needs are not being met in the schools, a course of study may be arranged in connection with the Senior Department, the Girl Guides, C.G.I.T. or kindred groups in the church. This can be done by the use of a book like *A Home of Her Own* for girls, and similar literature or an adaptation of it for boys. Experience would indicate a widespread need for this kind of counselling in teen age groups.

The Minister as Counsellor

The above suggestions, if carried out, will give a church a well-rounded program to meet the needs of those who should have pre-marital counselling, and also those who need help in building Christian homes. In a large church, the minister cannot give all the instruction and it is probably not wise for him to undertake all of it in any church. He does need to be able to give guidance and counsel to his leaders, and this takes study and practice. Many other activities take his time but few are so vital, and require more skill. It is unfor-





tunate that pressure of parish activities so often has crowded this out.

Those situations where a marital problem already exists are likely to reach his ears, when no one else except perhaps the doctor knows of them. The minister is not a psychiatrist and should never try to be one, but he should know enough about personality to understand the meaning of some of the symptoms he encounters. Through tact and sympathy he can often refer those in difficulty to interested doctors and psychiatrists, and he will find their co-operation invaluable.

The minister has one advantage over the doctor and the social worker. The people who consult him often say, "You married us, now I am coming to you to ask what to do in this problem." They anticipate that the minister will probably set before them the Christian demand for self-discipline, unselfishness and an objective view of the situation. This makes it easier for him to suggest a motive for the necessary change of attitude in both parties and there is no more powerful one than that of religion, if it can be brought

to bear in such cases. The counselling starts with the person who brings the problem, the assumption is made that he wants to solve the problem and that he is willing to attack it from the highest viewpoint.

In conclusion, it should be said that there is a deep need for education and a change of practice in church circles today before the minister can make his maximum contribution to this field. Many people, some in the church and some on its borders, do not receive the help they might. Theological colleges and ministers must be educated in this work, which is not given the prominence it deserves. In the changing pattern of today the minister, making full use of community resources, more and more should be devoting time to this field. The growing number of divorces and separations are all the proof we need.

No one is in a better position today to take his part in marital counselling than the minister. It is to be hoped that he will have the opportunity to prepare himself, and be freed to do it as efficiently as it can be done.

ALCOHOLISM

Bands House, wherein New York's Bureau of Alcoholic Therapy has functioned for the past three years, is a 15-room dwelling near Bronx Park. It was the first civic venture of its kind established in the United States and has a capacity of 18 beds.

Therapy is individual as distinct from group treatment; referral of cases may be made by any New York City Department or court; and application may also be made directly by any resident of New York City. 350 men per year can be processed. One year's total abstinence from liquor is the standard of recovery.

Beyond statistics "stands one unalterable truth—IT WORKS" says Edward J. McGoldrick, Jr., Director, in September *PUBLIC WELFARE*.



ACROSS CANADA

Forgotten People Canada's first citizens, the Indians, are receiving overdue attention from a Committee of the Senate and the House of Commons, appointed to study and make recommendations regarding the Indian Act. Of particular concern to those interested in welfare services is the charge to consider the operation of Indian Day and Residential Schools, and "any other matter or thing pertaining to the social and economic status of Indians and their advancement, which, in the opinion of such a Committee, should be incorporated in the revised Act." Hearings have been held and briefs received and the Committee is at present planning on visiting Reserves and continuing their work through to the 1948 Session, which is expected to deal with the revision of the Indian Act.

More Social Workers The enrolment in the seven Schools of Social Work in Canada already shows an interesting increase as a result, in part at least, of the \$100,000 grant received from the Dominion Government. The grant was divided between scholarships and administrative and teaching developments, and it is obvious that the full results of such a "shot in the arm" are not yet apparent. Between 1945 and 1946 British Columbia reports an increase in full-time enrollment from 48 to 80, Manitoba from 22 to 32, Toronto from 64 to 105, McGill from 49 to 59, Ecole de Service

Sociale, Montreal, from 40 to 53, Department du Service Sociale, Quebec, from 34 to 52, and the Maritime School from 13 to 21. This makes a total of 402 full-time students in all the Schools, which is a 53.4% overall increase from last year. Approximately 20% of the group are veterans, both men and women, and a high percentage are university graduates.

A New Name British Columbia reports that, as of October 1st, the Social Assistance Branch of the Provincial Secretary's Department has changed its name to the Department of Health and Welfare, Social Welfare Branch.

Better Health The Health Division of the Calgary Council of Social Agencies has promoted a school for food handlers with the co-operation of the Department of Health, the Restaurant Owner's Association, the Hotel Keeper's Association, the Beverage Dispenser's Union, and the Restaurant Employee's Union. Films and lectures are being used, a test is being given, and a certificate awarded to successful participants.

Free hospitalization comes into effect throughout Saskatchewan on January 1st, 1947. Registration is now taking place. Each person in the Province is assessed \$5.00, with a limit of \$30.00 for any one family. It is expected that free hospitalization will affect the function of the maternity homes for unmarried mothers in the Province and will have quite a radical effect.

on welfare services in general. Although the plan is meeting with general approval throughout the Province, there is a great deal of speculation as to the ability of the hospitals, with their already limited nursing service, to handle the influx of patients.

Penal Reform Saskatchewan expects some fundamental changes as a result of the report of the Penal Commission, appointed by the legislature, which it at present being studied by the Provincial Government. The Commission recommended the appointment of a Director of Corrections who would be the administrative head of a branch attached to an already existing department. Classification, parole, and probation are strongly recommended. The function of the Director is not only to be administrative but he is to be responsible for an educational program designed to prevent crime at its source.

Ontario plans special courses for the officers of its prisons according to the Hon. George H. Dunbar, Minister of the Department of Reform Institutions. These courses start this month.

More Care For Children In addition to amendments to the previous Act, the new Saskatchewan Child Welfare Act gives the residual responsibility for Child Welfare to the Province. It provides for non-ward care, fuller information to the court on matters of adoption, broader care for the unmarried mother, and the dealing with the alleged father as a purely civil matter. In the field of juvenile delinquency the office of Chief Probation Officer is created and that person must recommend to the police whether a delinquent can be best dealt with through court or by other means. A greater measure of control through licensing is also exercised over institutions. It is also required that all admissions and discharges be reported to the Director.

Hamilton reports a new deal for its school population with an Attendance Officer, Mr. Ray Spoar, who was formerly with the Big Brothers, a School Psychologist, Dr. Alex H. Wingfield, and a Visiting Teacher, Miss Jean Gall, attached to the Psychology Department.

CORRECTION

The item on p. 30 of October WELFARE concerning the granting of the Master of Social Work degree by the Department of Social Work of U.B.C., should have read that this was the first English-speaking School to award this degree. Both of the Schools at Laval University and the University of Montreal already do so.

About People

McGill University School of Social Work has released news of the following appointments:

Mrs. Caroline H. Elledge becomes Assistant Professor of Social Work and brings with her a rich American experience in the field of medical social work. A graduate of the University of Chicago School of Social Service Administration, she has medical social work experience at the Children's Memorial Hospital, Chicago, the Iowa Crippled Children's Service, the Nebraska Crippled Children's program, and finally as Medical Social Work Consultant to the Division for Physically Handicapped Children, New York City Department of Health.

Mr. J. E. Laycock, well known to Canadian workers becomes Assistant Professor of Social Work with special responsibilities in teaching public welfare and assisting in the research program. Mr. Laycock, who has his social work diploma from the Toronto School of Social Work, also has an M.A. in Public Administration. He has experience with the Toronto Children's Aid Society, was two years with the Canadian Welfare Council as Executive Assistant, and five years with the Special Services Branch and the Directorate of Social Science, Department of National Defence.

The appointment of three new supervisors of field work units is also announced by the McGill School. Miss Janet Long, most recently with the Girls' Cottage School in Montreal, takes over the field work unit in the Family Welfare Association. Mr. Joseph A. Kagedan-Kage, who has considerable experience with the Baron de Hirsch and other Jewish agencies, will supervise another newly organized field work unit. Mrs. Elsie Weaver, who has

been with the Protestant Foster Home Centre for several years, will supervise the field work unit established in that agency.

The Manitoba School of Social Work announces the appointment of Miss Maysie Roger, formerly Executive Secretary of the London Council of Social Agencies, to the faculty of the School; also new this year are Miss Mary Burnham, formerly case work supervisor with the Simcoe County Children's Aid, and Miss Marjorie Robbins, formerly Executive Secretary of the Galt Family Welfare Bureau, who will supervise field work units in their respective fields.

Dr. C. W. Topping, well known to all U.B.C. graduates, is on one year's leave of absence to teach criminology in the University of Minnesota.

A new position, that of Executive Assistant to the Deputy Minister of Welfare, Department of National Health and Welfare, has been filled by Mrs. D. B. Sinclair of Toronto, formerly Director of the Women's Royal Canadian Naval Service. Mrs. Sinclair, a graduate of the University of Toronto, did post-graduate work at the London School of Economics and the University of Berlin. She is a former Vice-Chairman of the Toronto Welfare Council and has been active in the work of other social agencies.

Miss Veronica Franck has left the Waterloo County Children's Aid Society to become regional supervisor for the Children's Aid Branch of the Ontario Department of Public Welfare, replacing Mrs. Alice McCabe.

Mrs. Gladys Fulford, formerly with the Dependents' Board of Trustees, becomes District Supervisor for the Department of Veterans' Affairs, Montreal.



"CURRENT TRENDS IN COMMUNITY ORGANIZATION"

A pamphlet containing the following three articles reprinted from the July 15, September 1 and October 15, 1946, issues of "Canadian WELFARE" is now available at 25¢ per copy - Publication No. 131.

OVERALL PLANNING by Violet M. Sieder, Associate, Health and Welfare Planning Department, Community Chests and Councils, Inc., New York.

COMMUNITY ORGANIZATION METHOD AND PHILOSOPHY IN 1946 by Leonard W. Mayo, Dean, School of Applied Social Sciences, Western Reserve University, Cleveland.

THE VOLUNTEER - DEMOCRACY'S INDISPENSABLE ASSET by Edward C. Lindeman, Professor of Social Philosophy, New York School of Social Work, Columbia University.

The Canadian Welfare Council
245 Cooper Street
Ottawa, Canada.

Dear Sirs: Enclosed find _____ for which please send _____ copies of the

"CURRENT TRENDS IN COMMUNITY ORGANIZATION"

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Supplement to "Canadian WELFARE"
December 1, 1946, issue.







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